

## D&CP – BUREAU OF CONSULAR AFFAIRS

### *Resource Summary*

(\$ in thousands)

| Appropriations | FY 2008 Actual | FY 2009 Estimate | FY 2010 Request | Increase / Decrease |
|----------------|----------------|------------------|-----------------|---------------------|
| Positions      | 17             | 17               | 17              | 0                   |
| Funds          | 3,554          | 3,687            | 3,758           | 71                  |

### ***Mission***

The mission of the Bureau of Consular Affairs (CA) is to protect the lives and interests of American citizens abroad and to strengthen the security of United States borders through the vigilant adjudication of visas and passports. CA plays a pivotal role in carrying out the mission of the Department of State to “create a more secure, democratic, and prosperous world for the benefit of the American people and the international community.” The Bureau issues passports that allow U.S. citizens to travel the world. The Bureau also processes visa applications for foreign citizens who want to visit the U.S. and provides essential services to American citizens overseas. Accomplishing these objectives, while meeting with ever-changing security challenges, requires sufficient funding and personnel resources. CA is funded almost exclusively through consular fees and surcharges. In order to accomplish its mission, the Bureau uses fee revenue to fund CA activities. The Bureau’s executive direction and policy formation activities are supported by appropriated funds.

### ***Priorities***

CA’s key priorities for FY 2010 are to: (1) provide and deliver 21st century travel documents to the American public; (2) enhance border security through the use of an advanced, electronic visa process, which includes more effective fraud pre-screening capabilities designed to detect and deter fraud prior to the visa interview; (3) develop a more focused management of the Border Crossing Card (BCC) Program with Mexico; (4) assist Americans abroad during emergencies or crisis; and (5) continue to fulfill obligations and requirements such as the U.S. Central Authority for the Hague Convention on the Civil Aspects of International Parental Child Abduction and the Hague Convention on Inter-country adoptions.

The U.S. e-passport is a secure, tamper-proof, state-of-the-art travel document that exceeds international standards. The passport card, which has been in full production since July 2008, is a wallet-sized travel document, adjudicated to the same high standards as the U.S. e-passport. CA expects that the passport card will be a popular option for those Americans who frequently cross land and sea borders. Both the e-passport and the passport card are critical in implementing this final phase of the Western Hemisphere Travel Initiative (WHTI) which is certified for implementation on June 1. In order to respond to the growing demand for passport books and cards, CA has increased passport issuance capacity by over 95 percent since early 2007 by hiring and training passport adjudicators, processing staff and managers and expanding infrastructure. New technology and significant IT investments have been required in order to integrate the e-passport with the new passport card. The FY 2010 budget request includes funding for these ongoing costs, as well as the higher unit cost of manufacturing the e-passport book.

CA has made significant improvements to the visa process since September 11, 2001. The Bureau constantly seeks new ways to enhance security and improve efficiency. In FY 2007, the Bureau implemented an electronic visa application form, while teaming up with partner agencies to improve the Security Advisory Opinion (SAO) clearance process. In FY 2008, CA began collecting ten-print fingerprints from visa applicants instead of only two fingerprints to meet U.S. law enforcement standards. The Bureau developed an online visa application form and offsite data collection process to provide much more data to the interviewing consular officer prior to talking to an applicant. CA also is expanding domestic pre-screening of petition-based visa applications to allow officers at our consulates to focus on interviewing.

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At numerous posts worldwide, the disparity between the number of officers and the demand for consular services has led to unacceptable wait times for visa appointments. Therefore, CA has established a worldwide standard of 30 days maximum wait for a Nonimmigrant Visa (NIV) appointment and a strategic placement of officer positions to high demand locations. In addition, the Bureau worked with posts with backlogs to provide domestic preprocessing and temporary additional officer help to several posts. While CA recognizes that the many factors that affect demand may keep CA from meeting the standard at all posts consistently, the Bureau uses the standard to manage the strategic placement of consular personnel and resources.

The successful development of the offsite data collection process described above is a critical element in the Bureau's strategy to meet the rising tide in Border Crossing Cards (BCC) applications that will occur from FY 2008 through FY 2012 as ten-year BCCs – first issued in Mexico from 1998-2002 – expire. Meeting the heightened demand in Mexico will pose unique resource challenges in terms of both personnel and facilities. CA anticipates that the need to replace BCCs issued ten years ago will result in approximately 5.6 million renewal applications on top of the existing NIV workload over the next three to four years. This process is the platform for development of the Consular Electronic Application Center (CEAC) suite of applications that will provide analytic, metric and management information to enhance every aspect of visa operations from application through building access, waiting room flow, interview scheduling and interview support information and document production.

Protecting and assisting Americans abroad during routine and crisis situations remains one of the Department's top priorities. CA continues to improve the accessibility and utility of travel and other crucial information via its website, [travel.state.gov](http://travel.state.gov), and encourages more Americans to use the Internet-based Registration System. When natural disasters strike or civil unrest threatens Americans, CA's crisis management teams launch into action, overseeing task forces staffed by consular personnel and providing affected posts with human and technological resources.

As the U.S. Central Authority for the Hague Convention on the Civil Aspects of International Parental Child Abduction, CA assists parents in resolving cases of parental child abduction across international borders. Since depositing its instrument of ratification for the Hague Convention on Intercountry Adoption in FY 2008, CA has been the U.S. Central Authority for the Convention. In the coming fiscal years, CA will continue educating U.S. and foreign judges about national obligations under both Hague Conventions. The Bureau will explore new ways to offer parents readily accessible information regarding parental child abduction and prevention of such acts. CA has begun processing adoption cases under the provisions of the Convention and will continue the practice of engaging with foreign governments to ensure adoptions are conducted in the best interests of the child.

CA maintains an extensive program to support consular line officers and fraud prevention managers in improving the quality of consular fact-finding, including visa and citizenship adjudication, by detecting and deterring fraud perpetrated by applicants. Priorities include training, development and dissemination of fraud prevention resources and techniques, sharing of information via the Fraud Digest, web resources and other means, and enhancing coordination with partners including Diplomatic Security (DS) and the Department of Homeland Security (DHS). On the technology side, the Bureau will focus on developing software systems to pre-screen nonimmigrant visas and to track all fraud cases, as well as enhancing existing databases. As part of this focus, the development of new electronic pre-screening capabilities will be paramount. To carry out these pre-screening operations, fraud prevention unit staffing will be incrementally augmented through fee-funded sources.

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The indicators below represent a key component of our efforts to continually enhance security of the visa process, while harnessing the benefits of technology to improve efficiency.

| <b>STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES</b>                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|----------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Strategic Priority: Visa Services</b>                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <b>Indicator: Achievement of Key Milestones in Development of Biometrics Collection Program for U.S. Visas</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Target<br>FY 2010                                                                                              | Expand offsite fingerprint collection to 7 additional countries for an overall total of 10 countries worldwide. Additional countries may be added if successful pilots indicate that expanded rollout can proceed successfully and additional countries are ready.                                                                                                                                                                                   |
| Target<br>FY 2009                                                                                              | Establish a contractual basis for implementation of offsite fingerprint collection in and beyond Mexico. Expand offsite fingerprint collection in Mexico from two pilot Posts to a total of nine consular operations, including Embassy Mexico. Establish offsite fingerprint collection in 2 additional countries beyond Mexico, for a total of 3 countries worldwide.                                                                              |
| Target<br>FY 2008                                                                                              | Continued deployment of 10-print collection process, to be completed by December 31, 2007. Complete development and testing of offsite fingerprint collection, with initial pilot project in Mexico for BCC re-issuances.                                                                                                                                                                                                                            |
| Results<br>FY 2008                                                                                             | <b>Rating: On Target</b><br>Deployment of 10-print collection capability completed.<br>All visa issuing posts have been collecting and submitting 10 prints since December 2007.<br>Offsite fingerprint collection pilot programs began in spring 2008 at two (2) posts in Mexico, and continues to date. Results so far are very promising.                                                                                                         |
| Impact                                                                                                         | All posts can capture 10-print finger scans from applicants requiring fingerprinting which is the biometric standard selected by the US Government to ensure consistent screening of foreign nationals entering the United States. An effective remote data collection process will increase the amount of data available prior to the personal interview and permit enhanced domestic prescreening preparation.                                     |
| Results<br>FY 2007                                                                                             | This target was achieved. By the end of FY2007 we had deployed 10-print collection capability to most posts, which were collecting and sending 10 prints to the DHS Automated Biometric Identification System (IDENT). In addition, 13 pilot posts were sending 10 prints for clearance both to IDENT and the FBI's Integrated Automated Fingerprint Identification System (IAFIS), thus establishing the full viability of the 10-print transition. |
| Results<br>FY 2006                                                                                             | The Department developed and tested new software to capture all 10 fingerprints (instead of two prints) from visa applicants. Conducted at three pilots overseas. Technology not yet readily available for large-scale procurement.                                                                                                                                                                                                                  |
| Results<br>FY 2005                                                                                             | Biometric collection from visa applicants continues at all posts. Facial recognition being done on selective basis with plans for expansion. Upgrades in technology deployed with new releases of new systems.                                                                                                                                                                                                                                       |
| <b>VERIFICATION AND VALIDATION</b>                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Data Source and Quality                                                                                        | Bureau of Consular Affairs records.<br>Offsite fingerprint collection only to be deployed where process can be used efficiently and provide cost-effective solution for global visa demand.<br>System performance measured by consular databases and objectively verifiable. Data Quality Assessment revealed no significant data limitations.                                                                                                       |

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This indicator is a measurement of timeliness of passport issuance and of customer service to the American public. This indicator is contained in the PART assessment.

| <b>STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES</b>                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Strategic Priority: Passport Services</b>                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>Indicator:</b> Percentage of Passport Applications Processed Within Targeted Timeframe |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Target<br>FY 2010                                                                         | Process 90 percent of all passport applications within 20 business days of receipt.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Target<br>FY 2009                                                                         | Process 100 percent of all passport applications within 22 business days of receipt.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Target<br>FY 2008                                                                         | Maintain an average passport application processing to issuance time of within 25 business days of receipt.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Results<br>FY 2008                                                                        | <p><b>Rating: On Target</b></p> <p>100 percent of all passport applications processed within 25 days of receipt. The Department issued 15,684,297 passport books and 523,706 passport cards, for a total of 16,208,003 travel documents including those received from overseas posts. Average processing time for a routine application system-wide was 5 days during FY 2008 as compared to 27 days during FY 2007. Higher demand was originally anticipated, but Congressional action mandating implementation of the land/sea phase of the Western Hemisphere Travel Initiative no earlier than June 1, 2009, (original implementation was scheduled for June 2008), and the difficult domestic economic situation contributed to reduced demand.</p> |
| Impact                                                                                    | <p>Provides American citizens with the world's premier travel, citizenship, and identity document that enhances border security and facilitates travel.</p> <p>The passport card provides an alternative document for land and sea use designed in response to concerns of the border communities for a lower-cost more portable travel document.</p>                                                                                                                                                                                                                                                                                                                                                                                                    |
| Results<br>FY 2007                                                                        | 71 percent of passport applications were processed to issuance within 27 business days of receipt. During April through July, the average processing time rose to 37 days, reflecting the significantly higher than anticipated workload. By September 20, 2007, the Department successfully reduced average processing time for passport issuance to 25 days, meeting a commitment made by the Assistant Secretary to Congress in June 2007.                                                                                                                                                                                                                                                                                                            |
| Results<br>FY 2006                                                                        | 90 percent of passport applications were processed to issuance within 21 business days of receipt. The Department experienced an unprecedented increase in workload in FY 2006: passport receipts were 18 percent above FY 2005 levels. Total number of passports issued in FY 2006 was 12.1 million. In addition, the New Orleans Passport Agency, one of our most productive agencies, was still not working at full capacity due to the devastating effects of Hurricane Katrina.                                                                                                                                                                                                                                                                     |
| Results<br>FY 2005                                                                        | The Department issued 87.1 percent of passports within 19 business days of receipt. As a result of Hurricane Katrina in August 2005 and subsequent closure of the New Orleans Passport Agency, as well as increased demand, we missed our aggressive target for this fiscal year by only 2.9 percentage points.                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>VERIFICATION AND VALIDATION</b>                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Data Source and Quality                                                                   | <p>Passport workload statistics collected by the Bureau of Consular Affairs.</p> <p>Data quality problems are clearly described in final reports and there is a regularized schedule of data in place to meet program management needs. Data is properly stored and readily available.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                               |

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## *FY 2010 Request Resource Summary*

|                          | Positions            |          |     | Pos<br>Total | Funds (\$ in thousands) |                      |                |
|--------------------------|----------------------|----------|-----|--------------|-------------------------|----------------------|----------------|
|                          | American<br>Domestic | Overseas | FSN |              | Bureau<br>Managed       | American<br>Salaries | Funds<br>Total |
| FY 2008 Actual           | 17                   | 0        | 0   | 17           | 319                     | 3,235                | 3,554          |
| FY 2009 Estimate         | 17                   | 0        | 0   | 17           | 325                     | 3,362                | 3,687          |
| FY 2010 Built-in Changes |                      |          |     |              |                         |                      |                |
| Annualization of FY 2009 |                      |          |     |              |                         |                      |                |
| American COLA            | 0                    | 0        | 0   | 0            | 3                       | 68                   | 71             |
| Total Built-in Changes   | 0                    | 0        | 0   | 0            | 3                       | 68                   | 71             |
| FY 2010 Current Services | 17                   | 0        | 0   | 17           | 328                     | 3,430                | 3,758          |
| FY 2010 Request          | 17                   | 0        | 0   | 17           | 328                     | 3,430                | 3,758          |

## *Staff by Program Activity* (positions)

| Bureau of Consular Affairs | FY 2008<br>Actual | FY 2009<br>Estimate | FY 2010<br>Request | Increase /<br>Decrease |
|----------------------------|-------------------|---------------------|--------------------|------------------------|
| Policy Formulation         | 17                | 17                  | 17                 | 0                      |
| Bureau Direction           | 9                 | 9                   | 9                  | 0                      |
| Public Affairs             | 8                 | 8                   | 8                  | 0                      |
| <b>Total</b>               | <b>17</b>         | <b>17</b>           | <b>17</b>          | <b>0</b>               |

## *Funds by Program Activity* (\$ in thousands)

| Bureau of Consular Affairs | FY 2008<br>Actual | FY 2009<br>Estimate | FY 2010<br>Request | Increase /<br>Decrease |
|----------------------------|-------------------|---------------------|--------------------|------------------------|
| Policy Formulation         | 3,554             | 3,687               | 3,758              | 71                     |
| Bureau Direction           | 1,813             | 1,881               | 1,915              | 34                     |
| Public Affairs             | 1,741             | 1,806               | 1,843              | 37                     |
| <b>Total</b>               | <b>3,554</b>      | <b>3,687</b>        | <b>3,758</b>       | <b>71</b>              |

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## *FY 2010 Request Program Activities*

| Department Of State       | Positions         |                   |     |           | Funds (\$ in thousands) |                   |             |
|---------------------------|-------------------|-------------------|-----|-----------|-------------------------|-------------------|-------------|
|                           | American Domestic | American Overseas | FSN | Pos Total | Bureau Managed          | American Salaries | Funds Total |
| <b>Policy Formulation</b> | 17                | 0                 | 0   | 17        | 328                     | 3,430             | 3,758       |
| Bureau Direction          | 9                 | 0                 | 0   | 9         | 166                     | 1,749             | 1,915       |
| Public Affairs            | 8                 | 0                 | 0   | 8         | 162                     | 1,681             | 1,843       |
| <b>Total</b>              | 17                | 0                 | 0   | 17        | 328                     | 3,430             | 3,758       |

## *Staff by Domestic Organization Unit*

(positions)

| Bureau of Consular Affairs               | FY 2008 Actual | FY 2009 Estimate | FY 2010 Request | Increase / Decrease |
|------------------------------------------|----------------|------------------|-----------------|---------------------|
| Assistant Secretary for Consular Affairs | 9              | 9                | 9               | 0                   |
| Public Affairs and Policy Coordination   | 8              | 8                | 8               | 0                   |
| <b>Total</b>                             | 17             | 17               | 17              | 0                   |

## *Funds by Domestic Organization Unit*

(\$ in thousands)

| Bureau of Consular Affairs               | FY 2008 Actual | FY 2009 Estimate | FY 2010 Request | Increase / Decrease |
|------------------------------------------|----------------|------------------|-----------------|---------------------|
| Assistant Secretary for Consular Affairs | 1,650          | 1,881            | 1,917           | 36                  |
| Public Affairs and Policy Coordination   | 1,904          | 1,806            | 1,841           | 35                  |
| <b>Total</b>                             | 3,554          | 3,687            | 3,758           | 71                  |

## *Funds by Object Class*

(\$ in thousands)

| Bureau of Consular Affairs     | FY 2008 Actual | FY 2009 Estimate | FY 2010 Request | Increase / Decrease |
|--------------------------------|----------------|------------------|-----------------|---------------------|
| 1100 Personnel Compensation    | 2,584          | 2,581            | 2,605           | 24                  |
| 1200 Personnel Benefits        | 712            | 812              | 825             | 13                  |
| 2100 Travel & Trans of Persons | 258            | 294              | 328             | 34                  |
| <b>Total</b>                   | 3,554          | 3,687            | 3,758           | 71                  |

# D&CP – BUREAU OF CONSULAR AFFAIRS

## *FY 2010 Request*

### *Machine Readable Visa Processing Fees*

|                          | Positions |          |     | Funds (\$ in thousands) |           |          |           |
|--------------------------|-----------|----------|-----|-------------------------|-----------|----------|-----------|
|                          | American  |          | FSN | Pos                     | Bureau    | American | Funds     |
|                          | Domestic  | Overseas |     | Total                   | Managed   | Salaries | Total     |
| FY 2008 Actual           | 3,260     | 1,344    | 0   | 4,604                   | 1,222,006 | 308,502  | 1,530,508 |
| FY 2009 Estimate         | 3,335     | 1,364    | 0   | 4,699                   | 1,237,167 | 353,910  | 1,591,077 |
| FY 2009 Current Services | 3,335     | 1,364    | 0   | 4,699                   | 1,237,167 | 353,910  | 1,591,077 |
| FY 2010 Program Changes  |           |          |     |                         |           |          |           |
| Border Security Program  | 25        | 20       | 0   | 45                      | 38,483    | 6,347    | 44,830    |
| Total Program Changes    |           |          |     |                         |           |          |           |
| FY 2010 Request          | 3,360     | 1,384    | 0   | 4,744                   | 1,275,650 | 360,257  | 1,635,907 |

## *FY 2010 Request*

### *Visa Fingerprint Fees*

|                          | Positions |          |     | Funds (\$ in thousands) |         |          |        |
|--------------------------|-----------|----------|-----|-------------------------|---------|----------|--------|
|                          | American  |          | FSN | Pos                     | Bureau  | American | Funds  |
|                          | Domestic  | Overseas |     | Total                   | Managed | Salaries | Total  |
| FY 2008 Actual           | 0         | 0        | 0   | 0                       | 21,335  | 0        | 21,335 |
| FY 2009 Estimate         | 0         | 0        | 0   | 0                       | 0       | 0        | 0      |
| FY 2010 Current Services | 0         | 0        | 0   | 0                       | 0       | 0        | 0      |
| FY 2010 Request          | 0         | 0        | 0   | 0                       | 0       | 0        | 0      |

## *FY 2010 Request*

### *Diversity Lottery Fees*

|                          | Positions |          |     |       | Funds (\$ in thousands) |          |       |
|--------------------------|-----------|----------|-----|-------|-------------------------|----------|-------|
|                          | American  |          | FSN | Pos   | Bureau                  | American | Funds |
|                          | Domestic  | Overseas |     | Total | Managed                 | Salaries | Total |
| FY 2008 Actual           | 0         | 0        | 0   | 0     | 7,136                   | 0        | 7,136 |
| FY 2009 Estimate         | 0         | 0        | 0   | 0     | 7,200                   | 0        | 7,200 |
| FY 2010 Current Services | 0         | 0        | 0   | 0     | 7,200                   | 0        | 7,200 |
| FY 2010 Request          | 0         | 0        | 0   | 0     | 7,200                   | 0        | 7,200 |